Meeting Public SPA Board Meeting
Date 22 March 2017
Location Stirling Court Hotel, Stirling
Title of Paper Relocation of Haddington Police Station to shared accommodation at the Headquarters of East Lothian Council at John Muir House, Haddington.

Item Number 13.2
Presented By ACC Andy Cowie
Recommendation to Members For Approval
Appendices Attached: Yes

PURPOSE
To invite members to:

1. Agree to an Estates Re-Modelling Proposal within the Haddington area which includes the relocation of Haddington Police Station to shared accommodation at the Headquarters of East Lothian Council, John Muir House, Haddington.

2. Instruct the Head of Estates of PSoS and the Interim Head of Legal Services of PSoS to thereafter obtain the approval of the Scottish Government to the terms of the proposed lease and to then conclude the Lease agreement.

3. Agree, subject to this agreement to lease accommodation at John Muir House being approved, to declare the existing Police Station at Court Street, Haddington surplus to operational requirements.

4. Authorise and instruct Police Scotland Head of Estates and the Interim Head of Legal Services to carry out the marketing of the property at Court Street, Haddington in accordance with the Scottish Public Finance Manual (SPFM).
1. BACKGROUND

1.1. The Scottish Police Authority approved the Police Scotland Estate Strategy in June 2015. That strategy proposes that Police Scotland enhance service delivery by transforming their estate into one which is modern, flexible and fit for future policing across Scotland. The intention is to deliver an estate which is:

- **Demand-led** – visible policing which is responsive to community needs, delivers better outcomes for places, and ensures equity of service and access;
- **Collaborative** – both internally and externally, works with partners to share resources and take a joined up approach to deliver shared objectives and strengthen the policing presence; and
- **Modernising** – provides professional and flexible workspace that makes best use of ICT capability and supports agile working, allowing a reduction in floor space, maximises efficiency and reduces the carbon footprint.

1.2 Engagement with the Policing 2026 delivery team indicates that these principles are consistent with the emerging future vision. Application of the Estate Strategy will in due course become a building block to enable delivery of Policing 2026.

1.3 The ‘Report on the Future Delivery of Public Services’ by the Christie Commission identified four key objectives for the programme of Public Sector reform and in response to these recommendations East Lothian Council has been facilitating a joint approach to asset planning with our community partners. The East Lothian Partnership Joint Asset Plan was agreed in May 2015 which supports the development of well-designed, sustainable places through effective partnerships. A Joint Property Asset Management Group was convened in September 2015, supported by a Joint Asset Operational Group to help identify and support projects and initiatives.

1.4 Police Scotland are developing plans to modernise and rationalise their estate. Co-location is not an end result and it is recognised that partners sitting in the same building does not necessarily lead to improved working outcomes or breaking down barriers in working practices. However, co-location does present the opportunity for, and can support, greater and more effective partnership working at
the point of service delivery so that services are less bureaucratic, more efficient and deliver better outcomes against challenging budgets.

1.5 A joint statement which sets out the joint ambition of the East Lothian Council and Police Scotland has been agreed by the Chief Executive and Lothians & Scottish Borders Divisional Commander. The statement expresses a clear commitment to developing partnership working across the public sector to improve outcomes for our communities.

1.6 A paper was submitted to East Lothian Council’s Cabinet on 11th October 2016 setting out various options for the co-location of police at East Lothian Council Headquarters in Haddington. Agreement was granted in principle for a preferred co-location proposal and also that a joint business case between Police Scotland and the East Lothian Council be developed which delivers fair and equitable benefits to all partners and confirms a mechanism whereby costs (revenue such as rental and/or capital contributions) are apportioned/ recharged/ recovered in a fair and equitable way. There was agreement to work with Scottish Futures Trust (SFT) on these matters. It is important to note that such agreement in principle is conditional upon both inclusion of the required additional funding and formal ratification of any proposal by the Scottish Police Authority and East Lothian Council.

1.7 East Lothian Council’s Chief Executive, Angela Leitch supports the proposal which has been discussed with and is supported by senior staff within East Lothian Council.

2. FURTHER DETAIL ON THE REPORT TOPIC

2.1 Police accommodation requirements in Haddington have been assessed in line with the Estate Strategy.

2.2 **Operational Requirement.** Haddington is the main hub for operational response and community policing for the communities of Haddington, North Berwick and Dunbar, serving a combined population of about 22,300. Area Command management and some support functions also locate here. About 50 police officers deploy from the existing office. This must be maintained to meet operational requirements and service delivery expectations.
2.3 **Deployment Model.** Demand requires that a centralised hub be provided, including front counter provision to meet community needs between Monday to Friday, 0900 – 1700 hours. Custody facilities are not required.

2.4 **Property Demand.** A core operational space of 290msq has been assessed as necessary for office / storage / circulation space. In addition, space is required for briefing / meeting / welfare / public counter / additional joint working, all of which would depend upon collaborative space sharing proposals. The preference is for centrally located premises, ideally close to the existing premises.

2.5 **Property Supply.** The existing Police Station is located in Court Street, Haddington in East Lothian; part of Lothians & Scottish Borders Division of Police Scotland. It is a two storey building, constructed in the 19th century, with a floor space of over 600msq. The building does not match modern requirements and needs to be upgraded, which requires significant investment. The building cannot be adjusted to meet expected access standards due to its age and listed status. It would not match the Estate Strategy aims as regards modernisation or collaboration. A recent condition survey proposed a 10 year programme of repairs costing £710K, including £360K before 2020. Cost estimates have been developed using this baseline, but actual spend will reflect competing priorities.

2.6 **Options.** The lease or purchase of alternative 'stand-alone' premises was considered, but no such premises or sites were found. The potential for partner organisations to provide accommodation which met the aforementioned specification was explored. Premises occupied by both the Scottish Fire and Rescue Service and National Health Service in the area are too small to accommodate police requirements. Engagement and partnership work with East Lothian Council identified the opportunity to relocate to the Local Authority Headquarters at John Muir House, just 150 metres away. This would support service delivery, enhance collaboration and improve the working environment for staff. An outline plan has been developed which would provide police with about 500msq space to cover all core and ancillary requirements. This is the optimum approach to meet the Estate Strategy.
2.7 John Muir House is connected to the former Haddington Sheriff Court building, with links via corridors on the ground and first floor. In August 2015, the local authority took ownership of the Sheriff Court building, when those services relocated. They plan to refurbish the building and develop a multi-agency hub to enhance service delivery in Haddington. Discussion is ongoing with public sector agencies to establish interest in collaboration.

2.8 This proposal will meet the operational requirements of Police Scotland and will enhance service delivery through the collaborative opportunities being presented. Police Scotland would occupy space for offices, storage, lockers, briefing and welfare facilities. Open plan space would be available for management and community policing to work alongside local authority teams, with a shared focus on intervention and prevention activity. Other agencies that would be located with the Police within this hub include Safer Communities, Environmental Health, Trading Standards, Area Housing Team and Scottish Fire & Rescue Service.

2.9 The collaborative approach is supported by both East Lothian Council and Police Scotland. Subject to formal Scottish Police Authority support, the local authority will seek approval to proceed via their governance structures.

2.10 The proposal offers a number of benefits for Police Scotland and the local community, whilst enhancing collaborative public service provision:

- Enhanced service delivery through multi agency working in a shared location.
- Improved partnership working with relevant functions.
- Improved inter-agency working relationships.
- Retains policing provision from the centre of Haddington.
- Improved working conditions for staff and visitors.
- Access to shared facilities, including meeting rooms.
- Improved staff morale.

2.11 This proposal has been through the following Police Scotland governance reviews:

- Divisional Commander / ACC
- Estate Strategy Tactical Group
3. **FINANCIAL IMPLICATIONS**

3.1 Costs have been calculated over a 30 year term in line with the proposed lease, with full details in the spreadsheet at Appendix 1. Whilst this report does not attempt to provide data to a Green Book standard, those principles have been considered in the financial assessment.

3.2 It will be noted that a rental of £58,800 per annum is proposed for the first three years, rising to £63,388 per annum thereafter to absorb the cost of the public counter space. A net present value of £605K has been calculated, demonstrating an overall positive financial return from this proposal.

3.3 The proposed lease includes break options in favour of the SPA at 5 yearly intervals from year 10. If this was exercised and assuming the final agreement did not apply additional costs to exercise this option, the financial spreadsheet details a net present value of £724K, which is higher than the full lease term.

3.4 Subject to relevant approvals and legal requirements, the local authority plans a project start date in August/September 2017, with completion expected February/March 2018. Other property solutions were explored, but none presented a more cost effective alternative which met policing requirements, nor offered the enhancements in service delivery.

4. **PERSONNEL IMPLICATIONS**

4.1 Engagement with police personnel at Haddington Police Station received a positive response to the proposal, which would result in all resources relocating to new premises just 150 metres from the current station. The new facility will provide improved office and welfare accommodation when compared to the current ageing police station.

4.2 If approved, formal consultation would take place with affected police staff in line with current processes.
5. LEGAL IMPLICATIONS

5.1 There appear to be no legal barriers to the sale and disposal of Haddington Police Station. If approved, Haddington Police Station and car park / associated outbuildings will be disposed of in accordance with the requirements of the Scottish Government Finance Manual. Consideration of offers received for the property will be the subject of a future report to the Scottish Police Authority.

5.2 If approved, formal Terms and Conditions of Lease will be prepared in consultation with East Lothian Council and examined by Police Legal Services, prior to being subject to a future report to the Scottish Police Authority. Scottish Government approval will be sought as appropriate.

6. REPUTATIONAL IMPLICATIONS

6.1 There are no negative reputational implications associated with this paper. Engagement with the community and stakeholders received a widely positive response.

6.2 The proposal would be positive for the reputation of Police Scotland and the Scottish Police Authority as it delivers a number of benefits for the public; a collaborative approach to addressing local concerns whilst at the same time achieving best value and reducing duplication.

7. SOCIAL IMPLICATIONS

7.1 There are no social implications associated with this paper. The disposal of Haddington Police Station and relocation to the local authority premises will not result in any change to policing services or the level of policing resources.

8. COMMUNITY IMPACT

8.1 Significant community consultation has been completed in relation to this proposal. This found that the proposal is widely seen as a positive move by the local community and partners.

8.2 Members of the public have expressed a desire for the Police Scotland to retain resources within local communities. This is
supported by results from the ‘Your View Counts’ survey which promotes local police stations that are open and accessible to the public. This proposal will maintain this.

9. **EQUALITIES IMPLICATIONS**

9.1 This proposal has been assessed in terms of its impact on Equalities and Human Rights for staff, communities and partners and is considered compliant.

10. **ENVIRONMENT IMPLICATIONS**

10.1 There are no environmental implications associated with this paper. The closure of Haddington Police Office will reduce emissions in line with the Police Scotland Carbon Management Plan and assist in reducing carbon emissions by a quarter by 2020.

**RECOMMENDATIONS**

To invite members to:

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APPENDIX 1

Financial Business Case

Costs have been calculated over a 30 year term in line with the proposed lease, with full details in the attached spreadsheet. This assessment does not attempt to provide data to a Green Book standard, but those principles have been considered in its development.

A Net Present Value (NPV) calculation has been completed which seeks to demonstrate the potential outturn over this period expressed in today’s money. To produce this analysis, spend profiles for capital and revenue costs and incomes have been collated indicating when spend and incomes will be incurred / realised. Optimism bias has been included on capital spend at 15% to allow for contingency for underestimate in capital spend / delays in construction. Affordability has also been considered and details are provided which set out the cash need in the initial years of the project so the impact on the budgetary process can be considered. These figures take into account factors such as VAT and inflation.

Outline lease terms to occupy part of the local authority premises at John Muir House have been prepared. The proposed rent is £58,800 per annum for the first three years, rising to £63,388 per annum thereafter to absorb the cost of the public counter space. The proposed lease term is for 30 years, with break options in favour of the SPA at 5 yearly intervals from year 10. A 3 yearly rent review cycle will apply. The estimated rental figure includes business rates, charges, building insurance, electricity, water charges, security, cleaning and janitorial costs, day to day maintenance costs and car parking charges for 12 spaces.

Most of these costs would be met through reallocation of existing revenue costs. There is, however, a requirement for initial set up costs of £226K in year 2017/18. This represents the police share of approximately 15% the overall £1.47M refurbishment cost and incorporates specific police requirements, such as shower and locker rooms. In addition, the Local Authority seek a commitment from Police Scotland to share the risk of any additional unforeseen costs that may be incurred as the project progresses. They wish Police Scotland to accept 15% of any increase. To mitigate against that risk, the projected cost of £1.47M already includes a 5% contingency of approximately £53K. This excludes factors such as contractor preliminaries, professional fees, furniture.
**Net Present Value.** It is assessed that disposal of the existing Haddington office will generate a Capital Receipt in 2018/19 of approximately £500K. This, combined with other cost savings from a reduction in operating costs in the initial years, produces a net present value of £605k, demonstrating that an overall positive financial return is to be expected from the proposal to move to John Muir House. If the break clause at 10 years was exercised, and assuming the final agreement did not apply additional costs to exercise this option, the financial spreadsheet details a net present value of £724K, which is higher than the full lease term.

**Affordability.** The cash needs for this investment in the initial years are detailed in the table below. It will be noted that with each calculation there is no cost in Year 0; funding is required in Year 1 for transition and revenue costs; but the anticipated receipt and reduced maintenance / repair costs provide savings in Year 2 and Year 3:

<table>
<thead>
<tr>
<th></th>
<th>Year 0</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>With Capital Receipt</td>
<td>0</td>
<td><strong>(353,113)</strong></td>
<td>689,786</td>
<td>168,585</td>
</tr>
<tr>
<td>Without Capital Receipt</td>
<td>0</td>
<td><strong>(353,113)</strong></td>
<td>164,473</td>
<td>168,585</td>
</tr>
</tbody>
</table>

**Risk Assessment.** Three areas of potential risk will be noted:

- **Increased set up costs** - This risk has been highlighted above. The inclusion of a contingency provides some mitigation for this risk.
- **Reduced sale receipt** - Disposal of the existing property may not realise the assessed market value. Certainty in this assessment is not possible, but the valuation provided here is considered a conservative estimate.
- **Timing** - Progress relies upon partner approvals, which could impact on the described spend and benefit profile. This risk will be minimised by effective management of wider estate expenditure.
### Option 1

#### Revenue Inflator

<table>
<thead>
<tr>
<th>Year</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital Inflator</td>
<td>1.000</td>
<td>1.000</td>
<td>1.000</td>
<td>1.000</td>
<td>1.000</td>
<td>1.000</td>
<td>1.000</td>
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<td>1.000</td>
<td>1.000</td>
</tr>
</tbody>
</table>

**NOTES AND COMMENTS**

- **Capital Costs**
  - Transition Costs (ICT/ CCTV etc.)
    - Capital Inflator 2023/24: 30,000
    - Capital Inflator 2024/25: 30,000
    - Capital Inflator 2025/26: 25,000
    - Capital Inflator 2026/27: 20,000
    - Capital Inflator 2027/28: 15,000
    - Capital Inflator 2028/29: 10,000
    - Capital Inflator 2029/30: 5,000
  - Expenditure Bias @ 15%
    - Capital Inflator 2023/24: - 0.280
    - Capital Inflator 2024/25: - 0.280
    - Capital Inflator 2025/26: - 0.280
    - Capital Inflator 2026/27: - 0.280
    - Capital Inflator 2027/28: - 0.280
    - Capital Inflator 2028/29: - 0.280
    - Capital Inflator 2029/30: - 0.280

**Total Capital Costs**

- Year 0: 8,250
- Year 1: 8,250
- Year 2: 8,250
- Year 3: 8,250
- Year 4: 8,250
- Year 5: 8,250
- Year 6: 8,250
- Year 7: 8,250
- Year 8: 8,250
- Year 9: 8,250
- Year 10: 8,250
- Total: 8,250

**Total Annual**

- Year 0: 8,250
- Year 1: 8,250
- Year 2: 8,250
- Year 3: 8,250
- Year 4: 8,250
- Year 5: 8,250
- Year 6: 8,250
- Year 7: 8,250
- Year 8: 8,250
- Year 9: 8,250
- Year 10: 8,250
- Total: 8,250

**Total Revenue Costs**

- Year 0: 0
- Year 1: 0
- Year 2: 0
- Year 3: 0
- Year 4: 0
- Year 5: 0
- Year 6: 0
- Year 7: 0
- Year 8: 0
- Year 9: 0
- Year 10: 0
- Total: 0

**Total Costs**

- Year 0: 8,250
- Year 1: 8,250
- Year 2: 8,250
- Year 3: 8,250
- Year 4: 8,250
- Year 5: 8,250
- Year 6: 8,250
- Year 7: 8,250
- Year 8: 8,250
- Year 9: 8,250
- Year 10: 8,250
- Total: 8,250

**TOTAL NET PRESENT COST**

- Year 0: -724,535
- Year 1: -724,535
- Year 2: -724,535
- Year 3: -724,535
- Year 4: -724,535
- Year 5: -724,535
- Year 6: -724,535
- Year 7: -724,535
- Year 8: -724,535
- Year 9: -724,535
- Year 10: -724,535
- Total: -724,535

**Re-introduce General Inflation**

- Year 0: -724,535
- Year 1: -724,535
- Year 2: -724,535
- Year 3: -724,535
- Year 4: -724,535
- Year 5: -724,535
- Year 6: -724,535
- Year 7: -724,535
- Year 8: -724,535
- Year 9: -724,535
- Year 10: -724,535
- Total: -724,535

**NET AFFORDABILITY**

- Year 0: -724,535
- Year 1: -724,535
- Year 2: -724,535
- Year 3: -724,535
- Year 4: -724,535
- Year 5: -724,535
- Year 6: -724,535
- Year 7: -724,535
- Year 8: -724,535
- Year 9: -724,535
- Year 10: -724,535
- Total: -724,535